

Greater Geelong Planning Scheme

Amendment C433ggee

Explanatory Report

Overview

The amendment implements two urban design frameworks (UDFs) which outline the vision for the growth and development of land along and adjacent to Pakington Street, Geelong West into the Greater Geelong Planning Scheme. These are:

- the *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024)*, which outlines the overall vision, identifies the three precincts within the study area, and details the built form objectives for two of those precincts (the Gordon Avenue Precinct and the Heritage Core), and;
- the *Pakington North Urban Design Framework (City of Greater Geelong, May 2024)*, which details the built form objectives for the Pakington North Precinct.

To accommodate growing populations, it is important to strengthen the role of existing inner urban areas. The UDFs facilitate increased residential densities and commercial opportunity in the Gordon Avenue and Pakington North precincts while ensuring appropriate transitions to the central Heritage Core and adjoining residential areas. The amendment will create more compact, liveable neighbourhoods that are well connected to Central Geelong, and which provide new housing, lifestyle and business opportunities.

The amendment does this by making changes to local planning policy, rezoning land for commercial and residential uses, applying two Design and Development Overlays and an Environmental Audit Overlay to nominated properties.

Note: Pakington Street Urban Design Frameworks/PSUDF is used in the body of this report to collectively refer to the *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024)* and the *Pakington North Urban Design Framework (City of Greater Geelong, May 2024)*.

Where you may inspect this amendment

The amendment can be inspected free of charge at:

- City of Greater Geelong website at www.geelongaustralia.com.au/amendments/
- Geelong West Library, 153A Pakington Street, Geelong West - Monday to Friday

9am to 5:30pm and Saturday 9am to 1pm (document folder available for inspection)

- By appointment only during office hours at Wurriki Nyal, Wadawurrung Country, 137-149 Mercer Street, Geelong - Monday to Friday 8am to 5pm

The amendment can also be inspected free of charge at the Department of Transport and Planning website at <http://www.planning.vic.gov.au/public-inspection> or by contacting the office on 1800 789 386 to arrange a time to view the amendment documentation.

Submissions

Any person may make a submission to the planning authority about the amendment. Submissions about the amendment must be received by **Monday 1 September 2025**.

A submission must be sent to:

The Coordinator
Strategic Implementation
City of Greater Geelong

- either by mail to: PO Box 104, GEELONG VIC 3220
- or by email to: amendments@geelongcity.vic.gov.au
- or lodged online at: www.geelongaustralia.com.au/amendments

Panel hearing dates

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this amendment:

- directions hearing: 12 January 2026
- panel hearing: 16 February 2026

Details of the amendment

Who is the planning authority?

This amendment has been prepared by the City of Greater Geelong, which is the planning authority for this amendment.

Land affected by the amendment

The amendment applies to all land within the Pakington Street and Gordon Avenue Urban Design Framework study area in Geelong West, as shown in Figure 1. This area consists of three precincts: the Gordon Avenue and Heritage Core Precincts, which are detailed in the *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024)* and the Pakington North Precinct which is detailed in *Pakington North Urban Design Framework (City of Greater*

Geelong, May 2024).



Figure 1. Precincts of the Pakington Street Urban Design Frameworks

A mapping reference table is attached at Attachment 1 to this Explanatory Report.

What the amendment does

The amendment implements the *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024)* and *Pakington North Urban Design Framework (City of Greater Geelong, May 2024)* through the application of local policy, zones and overlays.

Specifically, the amendment:

Zoning maps

- Amends Planning Scheme Map No. 49 to rezone land as detailed below:
 - 22 - 42 Spring Street, Geelong West, from General Residential Zone (GRZ4) to Residential Growth Zone (RGZ1).
 - 4 - 40 and 9 - 37 Gordon Avenue, Geelong West, including laneways; 15, 44 - 60, and 59 - 63 Spring Street, Geelong West; 6 - 46, 9 - 19 and

- 35 - 55 Autumn Street, Geelong West; 2 - 8 Western Street, Geelong West; 1 - 5 and 2 - 4 Villamanta Place, Geelong West; and 13 Coronation Street, Geelong West, from Commercial 2 Zone (C2Z) to Residential Growth Zone (RGZ1).
- 158 - 224 Latrobe Terrace, Geelong West; 2A Gordon Avenue, Geelong West; 2 Autumn Street, Geelong West; 1 and 2 Hope Street, Geelong West; 1A Weller Street, Geelong West, from Commercial 2 Zone (C2Z) to Mixed Use Zone (MUZ).
- 57 - 59 and 69 Autumn Street, Geelong West, including 1/69 and 2/69 Autumn Street; 39 - 45 and 42 - 46 Gordon Avenue, Geelong West, from Commercial 2 Zone (C2Z) to Commercial 1 Zone (C1Z).
- 21 - 33 Autumn Street, Geelong West, from Commercial 2 Zone (C2Z) to Public Park and Recreation Zone (PPRZ).
- Part 46 - 50 Villamanta Street, Geelong West, from Commercial 2 Zone (C2Z) to General Residential Zone (GRZ4).
- Amends Planning Scheme Map No. 37 to rezone land as detailed below:
 - 2 - 8 Church Street, North Geelong and part of 23 Pakington Street, Geelong West, from General Residential Zone (GRZ1) to Commercial 1 Zone (C1Z).
 - 134 - 156 Latrobe Terrace, Geelong West; 4 and 5 - 7 Preston Street, Geelong West, from Commercial 2 Zone (C2Z) to Mixed Use Zone (MUZ).
 - 1 - 79, 2 - 26 and 66 - 100A Pakington Street, Geelong West; 17 - 29 Church Street, Geelong West; 1 Britannia Street, Geelong West; 2 - 4 Collins Street, Geelong West; and 1 Isabella Street, Geelong West, from Commercial 2 Zone (C2Z) to Commercial 1 Zone (C1Z).
 - Part 1/2 Waratah Street, Geelong West, from Mixed Use Zone (MUZ) to Neighbourhood Residential Zone (NRZ3).

Overlay maps

- Amends Planning Scheme Map Nos. 37DDO, 38DDO, 49DDO and 50DDO to:
 - Remove Schedule 17 to the Design and Development Overlay (DDO17) from the west side of Latrobe Terrace.
 - Apply Schedule 56 to the Design and Development Overlay (DDO56) to the Gordon Avenue Precinct.
 - Apply Schedule 57 to the Design and Development Overlay (DDO57) to the Pakington North Precinct.
- Amends Planning Scheme Map Nos. 37EAO and 49EAO to apply the

Environmental Audit Overlay (EAO) to potentially contaminated land.

Planning scheme ordinance

- Inserts Clause 11.03-6L-06 Pakington Street Geelong West to implement objectives and strategies for Pakington Street Geelong West identified in the PSUDF.
- Deletes Clause 15.01-1L-02 Pakington Street North urban design.
- Amends Clause 16.01-1L-01 Integrated housing and housing diversity to identify the Pakington North and Gordon Avenue Precincts as Key Development Areas.
- Amends Clause 16.01-1L-02 to remove the Pakington North Key Development Area and Gordon Avenue Key Development Area from the Geelong West, Manifold Heights & Newtown IHDA map.
- Inserts Clause 16.01-2L Social and affordable housing.
- Amends Schedule 17 to Clause 43.02 Design and Development Overlay to remove the Latrobe Terrace area.
- Inserts new Schedule 56 to Clause 43.02 Design and Development Overlay (DDO56) applying to the Gordon Avenue Precinct identified in Figure 1.
- Inserts new Schedule 57 to Clause 43.02 Design and Development Overlay (DDO57) applying to the Pakington North Precinct identified in Figure 1.
- Amends the Schedule to Clause 72.08 Background Documents to insert the following as a Background Document:
 - *Pakington Street and Gordon Avenue Urban Design Framework* (City of Greater Geelong, May 2024)
 - *Pakington North Urban Design Framework* (City of Greater Geelong, May 2024)
- Amends the Schedule to Clause 74.02 Further Strategic Work to identify necessary future work, including for the Rail Sidings Yard Key Strategic Site.

Strategic assessment of the amendment

Why is the amendment required?

Geelong West is an established area of Geelong, located adjacent to Central Geelong with good road and rail transport links. The Pakington Street commercial area runs like a spine through the suburb from Gordon Avenue to Church Street. The commercial vitality of the area, proximity to Central Geelong and access to movement networks make it a viable location for infill development opportunities.

The *G21 Regional Growth Plan (G21 Geelong Region Alliance, April 2013)* identified

the need for infill development in Geelong to meet population targets and maintain the rural character of the surrounding area. The City's *Retail Strategy 2020-2036* identified Pakington Street, Geelong West, as a specialised retail centre within the City's retail hierarchy. The *Settlement Strategy (City of Greater Geelong, August 2020)* recommended the preparation of the Pakington Street Urban Design Framework, and the inclusion of the Gordon Avenue precinct within that plan.

A section of the study area is identified as an Increased Housing Diversity Area (IHDA) in the *Housing Diversity Strategy (City of Greater Geelong, 2007)*. This classification encourages a mix of high, medium, and conventional density housing. The UDFs also support the objectives and strategies identified in various council policy documents and strategies, including the *Clever and Creative Future (City of Greater Geelong, 2017)*, the Council Plan 2018-2022, the *City of Greater Geelong Retail Strategy 2020-36 (City of Greater Geelong and SGS Economics and Planning, August 2020)*, and the *Settlement Strategy (City of Greater Geelong, August 2020)*.

In response to these strategic policies, the *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, December 2021)* was prepared to help shape the continued development and renewal of Pakington Street and Gordon Avenue, Geelong West. The PSUDF has undergone extensive community consultation in anticipation of the amendment. Recommendations from the most recent consultation, a deliberative engagement process in February-April 2024, have directly informed the *Pakington North Urban Design Framework (City of Greater Geelong, May 2024)* implemented via this amendment.

The process to adopt the PSUDF occurred in two parts. Firstly, Council considered the *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, December 2021)* which guided the design and development outcomes for all three precincts. At the Council meeting on 14 December 2021, Council adopted two of the three precincts — the Gordon Avenue and Heritage Core Precincts — and resolved to undertake further community consultation regarding the Pakington North Precinct. In early 2024, a community panel was guided via a collaborative process to co-create the *Pakington North Urban Design Framework (City of Greater Geelong, May 2024)* which was adopted by Council in May 2024. An updated version of the *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024)*, amended in accordance with the extent first adopted at the 14 December 2021 meeting, was also adopted.

This amendment is required to implement the land use and development controls identified in the two urban design frameworks via the planning mechanisms discussed further in this report. The amendment is strategically sound and does not repeat provisions already in the scheme or those dealt with through other regulations.

Policy Changes

The planning scheme is the most appropriate means of achieving the desired

outcome as it provides statutory support for desired urban outcomes. The local policy, including the PSUDF, responds to a demonstrated need and is necessary to guide the infill development of Pakington Street North. The local policy enacts a number of strategic directions in the Municipal Planning Strategy, which are further outlined in the relevant sections of this report and will assist the Responsible Authority to make informed decisions about development proposals. The objectives and guidelines of the PSUDF, in combination with the Design and Development Overlays, will assist developers, landowners and other relevant parties to better understand the opportunities and limitations.

Zoning Changes

Rezoning of Commercial 2 Zone to Commercial 1 Zone allows for colocation of residential and commercial development, supporting the IHDA objectives of the area and increasing opportunity for a wider range of allowable commercial uses. The PSUDF identifies the Gordon Avenue Precinct as an area with significant potential to accommodate a wider mix of uses with a particular focus on residential uses that increase the local resident population, taking advantage of its proximity to the Geelong Train Station, Central Geelong and Pakington Street itself. The application of residential zones (MUZ and RGZ1) reflects the capacity of this area to support more substantial change and facilitates the delivery of density. The Residential Growth Zone promotes housing intensification in locations close to jobs, services and facilities serviced by public transport including activity centres. The Mixed Use Zone facilitates higher densities of residential development in areas identified for residential development at higher densities, including urban renewal and strategic redevelopment sites.

Applying the Design and Development Overlay

The amendment applies Schedules 56 and 57 to the Design and Development Overlay (DDO56, DDO57). The DDOs implement the design principles, objectives and guidelines identified in the urban design frameworks relevant to the Gordon Avenue and Pakington North precincts.

The *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024)* suggests the preparation of a DDO for the Heritage Core, however much of the direction in the UDF relates to work that either forms part of the streetscape improvement works or will be included in a review of the Heritage Overlays, implemented in this amendment via Clause 74.02 Further Strategic Work. Heritage Design Guidelines currently incorporated in the Greater Geelong Planning Scheme provide built form guidance regarding character and height for sites within the Heritage Overlay. Therefore, it was considered that the application of a DDO to the Heritage Core is not appropriate at this stage.

Applying the Environmental Audit Overlay

The amendment applies the Environmental Audit Overlay (EAO) to a number of properties within the precinct based on data provided in the *Environmental Audit*

Overlay Recommendations, South Geelong and Pakington St / Gordon Avenue UDFs, Geelong, Victoria (Landserv, June 2023). This ensures that where land has been rezoned to allow sensitive uses, the appropriate assessment and reparation work is completed prior to use and development.

Further Strategic Work

The Rail Sidings Yard, although identified in the PSUDF as a Key Strategic Site, is still in use by VicTrack for transport purposes. Heritage design guidelines in the PSUDF also require additional work prior to implementation in the planning scheme. The further strategic work clause allows for the further steps needed to implement these items is included in the planning scheme, thereby providing the strategic underpinning for those projects in the future.

How does the amendment implement the objectives of planning in Victoria?

The amendment implements the below objectives of planning in Victoria outlined in section 4(1) of the Act.

(a) to provide for the fair, orderly, economic and sustainable use, and development of land

The rezoning to C1Z, MUZ and RGZ allows for highest and best use outcomes and provides opportunities for the development of residential and commercial prospects across the subject area.

(c) to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;

The expansion of the Commercial 1 Zone in the subject area will allow for more employment and residential opportunities with good amenity and connectivity to help secure a pleasant, efficient and safe environment. The provision of new residential zoning in the area will support housing objectives.

(d) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;

The amendment encourages the protection of existing heritage places and provides guidance for development to ensure a sympathetic design response in new developments contributes to the continuation of the character of Pakington Street. Existing Heritage Design Guidelines incorporated in the Greater Geelong Planning Scheme provide built form guidance regarding character and height for sites within the Heritage Overlay. Further work to review the Heritage Overlays in the precinct, instigated by this amendment, will review provisions and protections to ensure they are appropriate.

(e) to protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community;

The amendment ensures appropriate transitions to adjoining transport assets to enable the continued orderly provision of those services.

(f) to facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d) and (e);

The amendment complies with the relevant components of this objective, as outlined above.

(fa) to facilitate the provision of affordable housing in Victoria;

The amendment introduces the subject area into Clause 16.01-2L to encourage the provision of affordable housing. Where relevant, the City would also seek to enter into S173 agreements for the provision of social and or affordable housing during the planning permit process for developments made possible through the changes implemented in this amendment.

(g) to balance the present and future interests of all Victorians.

The amendment was developed through a deliberative engagement process to ensure there is balance between the current interests of affected parties and the future interests of those who will live, work, and shop in and around the affected area.

The amendment, which implements the objectives of planning in Victoria as outlined above, is therefore compliant with Section 12(1)(a) of the Act.

How does the amendment address any environmental, social and economic effects?

Environmental

Environmental Quality

It is likely the amendment will have a net positive effect on air, land and water quality in the area. The PSUDF facilitates an increase in open space and greening which may have a positive impact on air quality in the immediate vicinity. Appropriate on-site management of stormwater in accordance with the DDO will benefit water quality. Environmental audits required on relevant lots will ensure the remediation and improvement of land quality.

Buffers

The uses and developments made possible via the changes facilitated through this amendment are not predicted to require the introduction of buffers for threshold issues. Possible impacts to community amenity such as overshadowing, increased wind impacts, noise etc are mitigated through the design guidelines in the DDO. However, potential buffers around the VicTrack site in the eastern section of the precinct will need to be managed through design and interface treatments to minimise the possibility of negative impacts on adjacent amenity.

Stormwater

The Special Building Overlay currently applies to properties along Gordon Avenue, Geelong West. Elements of the UDF, including requirements in the proposed Schedule 56 to the Design and Development Overlay, further seek to ensure appropriate development response to the conditions of the affected sites.

Other Environmental Factors

There are no predicted negative impacts on ecological systems or natural resources due to the infill nature of the affected area. The amendment will result in an increase of green space and canopy cover in the area which may support extant ecological systems.

Social

Opportunities

The amendment facilitates increased employment opportunities in Geelong West. The increase in residential and worker populations will increase diversity of participants in economic and social life in the area, enriching the strong community bonds of the existing community. It is likely that there will be increased demand on community and public infrastructure as the area develops in accordance with the PSUDF.

Transport

The implementation of the PSUDF will necessitate increase to public transport services, including the frequency of the current bus Routes 1 (North Shore Station - Deakin University) and 22 (Geelong Station - North Shore Station).

While there is an increase in population density, a proportional increase in vehicle traffic is not anticipated due to the proximity of the area to Central Geelong, public transport routes, and the augmentation of active transport options through the implementation of the PSUDF. It is possible that there will be some increase in people commuting to the area for employment purposes. An increase in waste service vehicles, and associated vehicle movements, can be expected in areas which are developed for multi-story commercial and residential uses.

Changes to the Public Realm and Perception of Place

Pakington Street, in particular the Heritage Core, has a distinct local character. It is this character and sense of place which makes it such a popular destination among locals and visitors alike. Changes to the public realm and perception of place are a given. While the Heritage Core will retain its current scale, in the in the Gordon Avenue and Pakington North precincts the amendment will create the conditions to develop a multi-story commercial/residential urban form which is distinctly different from the current low-density, single story commercial character of the area.

However, the built form controls in the PSUDF, which will be enacted via the Design and Development Overlays, seek to mitigate negative impacts. The controls seek to enhance the existing character and functionality of the area by ensuring high-quality urban design outcomes which respect the heritage elements of the subject area and the abutting established residential areas.

The amendment will allow for improved interfaces and the physical condition of the immediate area by addressing the current lack of activation, shading and greenery along sections of Pakington Street and improving the interface with transitional areas such as the rail siding yard.

Economic

Economic Well-being

The amendment will have a net positive impact on the economic well-being of the community. Under proposed zone provisions, existing businesses may be impacted by now-prohibited uses although existing use rights may apply. Conflicts of land use or amenity may impact the operation of existing businesses. However, the changes to commercial zoning will result in a reduction of new applications for uses associated with manufacturing and industries, bulky goods retailing, and associated business and commercial services permitted in the Commercial 2 Zone. There are a number of Commercial 2 Zone areas with similar lot sizes in neighbouring suburbs such as Norlane, Newtown, and South Geelong, and slightly further afield in the Armstrong Creek Urban Growth Area. The City is working on a number of policies and strategies to unlock additional Commercial 2 Zone land in Greater Geelong. Amendment C468ggee is likely to facilitate the delivery of C2Z land in south-west Geelong in the coming years.

The expansion of the Commercial 1 Zone over part of Gordon Avenue and throughout the Pakington North precinct will enable a vibrant mix of retail, office, business, entertainment and community uses. The Commercial 1 Zone also allows residential uses, which facilitates the population density objectives of the PSUDF and ensures that established and new businesses have access to a large customer base and employment force in close proximity. The increase in commercial activity facilitated through the amendment will likely result in more people coming to the area to work and shop.

The colocation of commercial, employment and residential uses ensures the feasibility of commercial ventures and improves the wellbeing and connection to place of those who live in or visit the area. The rezoning to Mixed Use Zone along Latrobe Terrace also facilitates the above outcomes. As Pakington Street continues to grow as the commercial focus of Geelong West, it is foreseen that the increase in population in the subject area will support the commercial growth and that there will not be a net negative impact on retail activity in surrounding areas.

Investment and Growth

The implementation of the PSUDF through the amendment will have a net positive effect on the capacity for growth of the immediate area, including encouraging significant private sector investment. There are also opportunities for public sector investment such as grants etc to assist with bringing the vision of the PSUDF to fruition. It is likely the amendment will support the capacity for growth in the surrounding areas as well, assisting the City to reach density targets, including IHDA targets.

There will be increased opportunities for active and public transport, art installations, and community infrastructure. The identified key strategic sites offer opportunity for significant investment and growth in the subject area. In the short term, the amendment supports the redevelopment and intensification of development on the Pakington Strand site. The Rail Sidings Yard offers long term opportunities, subject to the needs of VicTrack for the site.

Does the amendment address relevant bushfire risk?

The subject site is not within a designated Bushfire Prone Area or a Bushfire Management Overlay. It is considered that the amendment will not increase bushfire risk.

Does the amendment comply with the requirements of any other Minister's Direction applicable to the amendment?

Ministerial Direction – The Form and Content of Planning Schemes

All schedules and consequential changes to local planning provisions in the amendment have been prepared in accordance with applicable style guides, formatting and layout as specified in the Ministerial Direction - The Form and Content of Planning Schemes.

Ministerial Direction No. 1 – Potentially Contaminated Land

The amendment complies with Ministerial Direction No. 1 (Potentially Contaminated Land) under section 12 of the *Planning and Environment Act 1987*.

Council engaged Landserv, suitably qualified consultants, to undertake a site history review as set out in Appendix 2 of Planning Practice Note 30 – Potentially contaminated land (PPN30). Landserv provided a report *Environmental Audit Overlay Recommendations, South Geelong and Pakington St / Gordon Avenue UDFs, Geelong, Victoria* (Landserv, June 2023).

Where this report identified potential of land contamination on sites that will be rezoned to allow a sensitive use via this amendment, an Environmental Audit Overlay is proposed.

The urban design frameworks implemented via the amendment are long-term plans

for the area. Therefore, it is difficult or inappropriate to meet environmental audit system requirements at the amendment stage. Applying the Environment Audit Overlay allows the properties to continue to be used in their current capacity and is consistent with PPN30 in deferring the requirements to undertake site-specific environmental assessments to future developers as part of their development applications.

Ministerial Direction No. 11 – Strategic Assessment of Amendments

The amendment complies with Ministerial Direction No. 11 (Strategic Assessment of Amendments) under section 12 of the *Planning and Environment Act 1987*. The explanatory report has been prepared in accordance with the strategic assessment requirements and outlines the strategic justification for the amendment.

Ministerial Direction No. 15 – Planning Scheme Amendment Process

The amendment complies with Ministerial Direction No. 15 (Planning Scheme Amendment Process) under section 12 of the *Planning and Environment Act 1987*. This planning scheme amendment has been prepared in accordance with this direction.

Ministerial Direction No. 19 – Amendments that may result in impacts on the environment, amenity and human health

The amendment complies with Ministerial Direction No. 19 and has sought the Environment Protection Authority's (EPA) views. EPA provided written comment in a letter dated 9 October 2024.

Acoustic Assessment

In response to the EPA's letter, the City engaged a qualified acoustic engineer to conduct an acoustic assessment of the Pakington North and Gordon Avenue precincts. The *C433ggee - Pakington St & Gordon Ave, Geelong West Acoustic Report* (Renzo Tonin & Associates, February 2025) determined that the implementation of noise mitigation measures such as building siting and design can ensure the subject area is suitable for sensitive uses. It recommended further detail in the relevant application requirements in Schedules 56 and 57 to the Design and Development Overlay. This recommendation is reflected in the current drafting.

Potentially Contaminated Land

The letter also addressed the amendment's response to potentially contaminated land. As outlined above, the City had prepared the *Environmental Audit Overlay Recommendations, South Geelong and Pakington St / Gordon Avenue UDFs, Geelong, Victoria* (Landserv, June 2023) which assessed the risk of land contamination in the Pakington North and Gordon Avenue precincts. The City's primary focus in dealing with potentially contaminated land is on sites that are being rezoned from a zone that doesn't allow (or allows a limited range of) sensitive uses

to a zone that allows more or all sensitive uses. As such the main focus is:

- Land along Latrobe Terrace that is being rezoned from Commercial 2 Zone (C2Z) to Mixed Use Zone (MUZ).
- Land along Pakington Street, Church Street, and Gordon Avenue that is being rezoned from Commercial 2 Zone (C2Z) to Commercial 1 Zone (C1Z).
- Land along Gordon Avenue that is being rezoned from Commercial 2 Zone (C2Z) to Residential Growth Zone (RGZ1).
- Land on Autumn Street that is being rezoned from Commercial 2 Zone (C2Z) to Public Park and Recreation Zone (PPRZ).

A number of properties were assessed as having high or medium potential for land contamination by Landserv and these are proposed to have the EAO applied. The EPA noted a lack of sufficient information in the Landserv report to definitively determine if all land proposed for rezoning is potentially contaminated, however the amendment implements the PSUDF which is a long-term plan for the area. Therefore, it is difficult or inappropriate to meet environmental audit system requirements at the amendment stage. Applying the EAO allows the properties to continue to be used in their current capacity and is consistent with PPN30 in deferring the requirements to undertake site-specific environmental assessments to future developers as part of their development applications. This is consistent with the approach taken with the South Geelong Urban Design Framework (Amendment C432ggee).

How does the amendment support or implement the Planning Policy Framework and any adopted State policy?

The amendment supports or implements a number of clauses within the planning policy framework.

Clause 11.01-1S Settlement

The amendment facilitates the sustainable growth and development of the area and the delivery of housing choice and commercial opportunity. The amendment encourages infill urban development, thereby directing growth into established urban areas and capitalising opportunities for urban renewal. The amendment facilitates this compact growth around the existing activity area of Pakington Street and Gordon Avenue to maximise accessibility to facilities and services. The amendment encourages a prosperous and sustainable urban density that supports healthy, active and sustainable transport.

Clause 11.01-1R Settlement – Geelong G21

The amendment supports the strategies of this clause by providing growth options that build on existing infrastructure, supporting infill growth, and encouraging urban outcomes that will support Geelong's role as Victoria's second city.

Clause 11.01-1L-01 Settlement – Greater Geelong

The amendment supports the strategies of this clause as it ensures urban development occurs within designated settlement boundaries and directs housing growth to urban areas by facilitating infill development.

Clause 11.03-6S Regional and local places

The amendment supports the objectives and strategies of this clause by introducing a new sub-clause to the scheme. Clause 11.03-6L-06 Pakington Street Geelong West provides specific direction for the planning of the land nominated in the subject area.

Clause 15.01-1S Urban design

The amendment supports the objective and strategies of this clause, which underpin the principles of the PSUDF. The PSUDF was designed to ensure that the subject area is a safe, healthy, functional and enjoyable activity centre that enhances the existing sense of place and cultural identity.

Clause 15.01-1L-02 Pakington Street North urban design

The amendment removes this policy from the Greater Geelong Planning Scheme. The development of the *Pakington North Urban Design Framework (City of Greater Geelong, May 2024)* provides updated considerations for design and form of development which are implanted via a Design and Development Overlay, which is the more appropriate mechanism. This amendment adds relevant local policy provisions to Clause 11.03 Planning for places.

Clause 15.01-2S Building design

The amendment supports the objective and relevant strategies of this clause. Principles of the PSUDF, implemented through the Design and Development Overlay, contribute to the implementation of the strategies in this clause.

Clause 15.01-5L Neighbourhood character

The amendment supports the objectives of this clause by introducing built form controls that ensure a responsive transition between Commercial 1 Zone and Residential Growth Zone and adjoining residential zones.

Clauses 15.03-1S and 15.03-1L Heritage conservation

The amendment ensures development of and near places of heritage significance within the subject area is appropriate and respects the identified heritage value. The delineation of the Heritage Core from the other precincts promotes the retention of heritage fabric and character, ensuring that the appropriate setting and context for the heritage places is maintained or enhanced. The Design and Development Overlays introduced in this amendment ensure an appropriate transition from the

higher development areas to the Heritage Core.

The *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024)* encourages development that respects heritage character in the subject area by encouraging the retention or re-installment of relevant street works.

Clause 16.01-1S Housing supply

The amendment supports the objectives and strategies of this clause by increasing the proportion of housing in designated areas, encouraging higher density on appropriate sites, consolidating residential densities in urban areas and facilitating a diversity of housing types to ensure a mix of people can benefit from the housing options in the area.

Clause 16.01-1R Infill housing - Geelong G21

The amendment supports the strategies of this clause by facilitating infill development within and near to the activity areas along Pakington Street and Gordon Avenue, Geelong West.

Clause 16.01-1L-02 Increased housing diversity areas

The study area is partially within the Geelong West, Manifold Heights & Newtown Increased Housing Diversity Area (Figure 2). The amendment supports the strategies of this clause and facilitates a level of development suitable for an identified area of increased housing diversity.

The amendment updates this map to exclude the Gordon Avenue and Pakington North Key Development Areas being introduced to Clause 16.01-1L-01 Integrated housing and housing diversity.

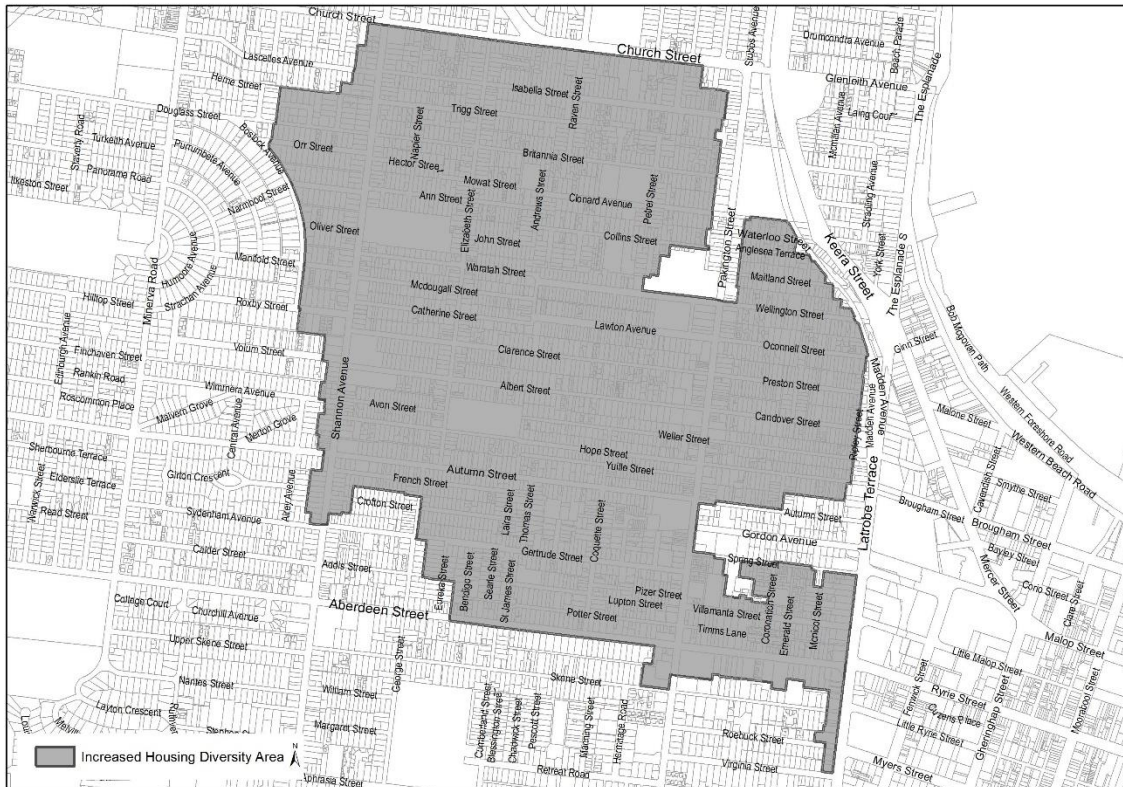


Figure 2. Geelong West, Manifold Heights & Newtown Increased Housing Diversity Areas Map (Clause 16.01-1L-02 of the Greater Geelong Planning Scheme)

Clause 16.01-2S Housing affordability

The amendment supports the strategies of this clause by opening up land supply for residential use, diversifying housing types in the area, and promoting good urban design which minimises negative environmental impacts and keeps costs down for residents and the wider community. It also introduces land in the Mixed Use Zone within the subject area to Clause 16.01-2L.

Clause 17.01-1S Diversified Economy

The amendment supports this clause. Rezoning land to C1Z, RGZ1 and MUZ allows for the collocation of employment and residential uses, thereby improving access to jobs closer to where people live. *The Retail Strategy 2020-36* (City of Greater Geelong, August 2020) directs the preparation of the UDF for Pakington Street, Geelong West which “should consider rezoning opportunities within the northern end of Pakington Street and review the role of the Gordon Avenue restricted retail precinct.” (p.48) It also directs the preparation of a UDF for Gordon Avenue which “should focus on transitioning this area into a mixed-use precinct, which would incorporate residential, office, retail and light industrial uses.” (p.192)

Clause 19.02-6L Open space

The amendment supports the strategies of this clause and includes measures in the planning scheme ordinance to ensure new public open space is usable for its

intended purpose and well-connected to the development around it through the provision of paths and other linkages. The amendment also ensures that solar access to open spaces is not compromised by adjoining development, that adjoining development transitions sympathetically, and the buildings are designed to provide passive surveillance to the open space to improve safety and sense of place.

Competing Objectives

The need to accommodate growing populations in inner urban areas (Clauses 11.01, 16.01-1S, 16.01-1R) competes with the need to respect the identified heritage values of the Geelong West area. The amendment balances these competing demands by introducing a framework which recognises the different nature and needs of the Heritage Core precinct, and by implementing design and development overlays to ensure respectful transitions to adjacent residential areas with recognised heritage value and to the Heritage Core.

The need to accommodate growing populations in inner urban areas (Clauses 11.01, 16.01-1S, 16.01-1R), which informed the decision to rezone the central portion of the Gordon Avenue Precinct from Commercial 2 Zone to Residential Growth Zone, may have some impact on existing businesses however this is mitigated by existing use rights. The priority is to transition this area for housing and applying the RGZ is consistent with PPN91 and supported by the *Retail Strategy 2020-36* (City of Greater Geelong, August 2020).

The need for increased urban density in areas with good transport links (Clauses 11.01, 18.01-1S, 18.02-3S) competes with VicTrack's need to continue to use the Railway Siding Yard for transport purposes. While the *Pakington North Urban Design Framework* (City of Greater Geelong, May 2024) identifies the Railway Sidings Yard as a Key Strategic Site, it is not proposed to rezone that site as part of this amendment. Instead, the amendment identifies the importance of the site to the PSUDF via Clause 74.02 Future strategic work to direct future advocacy work in conjunction with the Department of Transport and Planning so that should that site no longer be needed for transport purposes, it can be developed in accordance with the vision of the PSUDF (subject to a future rezoning).

Key Changes to Local Planning Policy

This amendment proposes three key changes to local policy:

- 1) The addition of a new sub-clause at 11.03-6L to identify directions specific to the subject area;
- 2) The removal of Clause 15.01-1L-02 Pakington Street North urban design as discussed above, and;
- 3) The addition of Clause 16.01-2L to encourage the provision of social and affordable housing in the subject area.

These local policy changes implement various strategic directions in the MPS, as

discussed further below. These changes will assist the responsible authority in its decision making and help support applicants to understand what is feasible on their site. The elements added in the local policy provide a level of detail specific to the area and context, which is not adequately covered elsewhere. It does not duplicate the overlays introduced via this amendment or other decision guidelines.

How does the amendment support or implement the Municipal Planning Strategy?

Through rezoning, the application of Design and Developments Overlays and the introduction of the Urban Design Frameworks into the planning scheme, the amendment supports or implements the below strategic directions of Greater Geelong's Municipal Planning Strategy. The amendment does not seek to change the strategic directions of the MPS and is consistent with strategic directions within the MPS.

Clause 02.03-1 Settlement

Direct and contain growth within identified locations across the municipality.

The precinct to which the amendment applies is identified in the *City of Greater Geelong Settlement Strategy* (City of Greater Geelong, 2020) for increased infill development and it is mostly within the Geelong West, Manifold Heights & Newtown Increased Housing Diversity Areas.

Clause 02.03-2 Environmental and landscape values

Reduce the amount of runoff from urban development and improve the quality of stormwater runoff entering waterways, estuarine and marine waters.

The use of site area coverage maximums, in conjunction with other elements of the planning scheme, enable a greater extent of permeable areas on each lot, thereby reducing runoff impacts.

Clause 02.03-3 Environmental risk and amenity

Encourage a balance between the need for goods and services that serve local residents and workers and the potential for negative impacts on residential amenity.

The built form directions, outlined in the Design and Development Overlays, manage the desire for usable commercial and residential developments within the study area with the desire to mitigate negative impacts on adjoining residential properties.

Clause 02.03-5 Built environment and sustainability

*Ensure that development enhances Geelong's sense of place and identity.
Encourage all development to provide high quality urban design and landscaping.*

The PSUDF has been designed with sense of local place in mind and encourages high quality urban design to ensure developments respect the existing character of the street.

Clause 02.03-6 Housing

Facilitate infill development to increase its housing supply contribution.

Support residential development where the density, mass and scale is complementary to the location, role and character of the specific IHDA.

Ensure housing diversity is achieved in established and growth area communities.

The amendment implements the above strategic directions through the PSUDF and associated changes to the planning scheme. It also seeks to increase the level of affordable and social housing in Greater Geelong.

Clause 02.03-8 Transport

Prioritise active and public transport modes over private vehicle use.

The PSUDF facilitates development close to Central Geelong, encouraging active transport, and is well serviced by bus and train networks.

Clause 02.03-9 Infrastructure

Encourage safe and equal access to community and development infrastructure for all members of the community.

Develop a comprehensive, safe and accessible open space network.

Ensure that development and community infrastructure is provided or upgraded in a sustainable and timely manner in all areas, with particular regard to the servicing of new communities in urban growth areas and large urban infill areas.

The amendment introduces design guidelines which integrate with and make best use of existing infrastructure.

The amendment also implements the strategic framework of the Housing and Settlement Framework Plan at Clause 02.04-3 of the Greater Geelong Planning Scheme.

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment makes proper use of the Victoria Planning Provisions (VPP) by updating local policy, rezoning land and introducing appropriate overlays. Drafting of these provisions is consistent with the *Ministerial Direction – The Form and Content of Planning Schemes*.

Rezoning Land

Residential Zones

The PSUDF identifies three sub-precincts within the Gordon Avenue Precinct, two of which have potential for substantial increase in population density in a location close to Central Geelong and the Geelong Railway Station. The central sub-precinct, Gordon Central, is envisioned as a vibrant, green and predominantly residential precinct with 4-6 storey buildings that are well spaced and set within a thriving landscape. The eastern-most sub-precinct along Latrobe Terrace is envisioned as a predominantly commercial precinct that benefits from its close proximity to key sites. The determination of residential zone changes in the Gordon Avenue Precinct was informed by Planning Practice Note 91: Using the residential zones. Given the density objectives outlined in the PSUDF and planning policy, these areas are appropriate for substantial change. The Residential Growth Zone and Mixed Use Zone respectively are appropriate zones to facilitate these outcomes.

Commercial Zones

Rezoning of Commercial 2 Zone land to Commercial 1 Zone allows for colocation of residential and commercial development. The City's *Retail Strategy 2020-36* predicated an increase in demand in the Pakington Street specialised retail centre would outstrip supply and suggested rezoning the C2Z land (in the Pakington North Precinct and some properties in the west of the Gordon Avenue Precinct) to C1Z to support new economic development. Additionally, the C1Z supports the IHDA objectives of the area targets and increases opportunity for a wider range of allowable commercial uses. C1Z is therefore a more appropriate zone for the identified land.

Public Land Zones

The Council-owned site at 21-33 Autumn Street, Geelong West, which is within the Gordon Avenue Precinct, is identified in the *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024)* as a future park. Applying the Public Park and Recreation Zone (PPRZ) to this parcel of land as part of the amendment facilitates that use. The UDF and relevant schedule to the DDO include built form directions for appropriate design considerations and treatments to open spaces, which differ from interfaces requirements to residential zones. Applying the PPRZ as part of this amendment ensures that development on adjoining lots can appropriately respond to the relevant provisions, clarifies these outcomes for applicants and statutory planning officers processing applications, and signals to the community this is the long-term intention of the site.

Applying the Design and Development Overlay

The purpose of the DDO is to implement strategic directions and apply area-specific design guidance and is therefore an appropriate mechanism to enact the built form

and design guidelines summarised within the PSUDF. The amendment applies Schedules 56 and 57 to the Design and Development Overlay (DDO56, DDO57). The DDOs implement the design principles, objectives and guidelines identified in the two urban design frameworks.

A mandatory ground level setback is included in the new provisions which is applied in accordance with Planning Practice Note 59: The role of mandatory provisions in planning schemes. This provision is strategically supported as it implements the objectives and strategies of the new policy proposed at Clause 11.03-6L-06 (Pakington Street Geelong West). The ground level setbacks from the street facilitate wider footpaths, enable active uses, allow for deep soil canopy plantings, provide a buffer to high traffic roads, and on side streets enable transition between commercial activity and residential streets. The setbacks for each location have been considered in light of the surrounding context and objectives of the relevant sub-precinct. For example, the 6-metre setback along LaTrobe Terrace echoes the 6-metre setback on the opposite (east) side of LaTrobe Terrace within the Activity Centre 1 Zone and further down within the South Geelong UDF area.

The mandatory nature of this provision facilitates the required outcome and ensures that the other objectives of the PSUDFs, such as those relating to landscaping, transition, and streetscape, are not compromised by future development. This approach avoids the risk of adverse outcomes variations to the setback may create such as an incoherent, visually cluttered streetscape, compromise delivery of dedicated landscape areas, offer poor amenity for ground level apartments. Therefore, it is appropriate to depart from the performance-based approach in this aspect. The remaining provisions are performance-based as it was determined variation should not result in outcomes inherently misaligned with the objectives of the PSUDF. The mandatory ground level setback is clearly stated in the DDOs and will ensure consistent and predictable development outcomes that implement the objectives of the PSUDF.

Applying the Environmental Audit Overlay

The amendment applies the EAO to a number of properties within the precincts on the basis of data provided in the *Environmental Audit Overlay Recommendations, South Geelong and Pakington St / Gordon Avenue UDFs, Geelong, Victoria* (Landserv, June 2023). This report identified properties with potential medium or high levels of contamination in accordance with PPN30.

The application of the EAO, which defers the requirement for an environmental audit until the time of development, is considered appropriate due to the fragmented ownership and existing site coverages and uses of the precinct.

Background Documents

It is appropriate to include the *Pakington Street and Gordon Avenue Urban Design Framework (City of Greater Geelong, May 2024)* and the *Pakington North Urban*

Design Framework (City of Greater Geelong, May 2024), as background documents in the Greater Geelong Planning Scheme. These UDFs inform the preparation of the amendment, provide information to explain the context of proposed provisions, and inform the understanding of the desired outcomes for the subject area.

How does the amendment address the views of any relevant agency?

Several relevant agencies were engaged during the creation of the PSUDF including:

- Regional Rail Victoria
- Environment Protection Authority
- Department of Transport and Planning
- VicTrack

Where possible, stakeholder comments have been addressed through further collaboration and discussion.

Crucially, VicTrack advised that the Rail Sidings Yard site is still required for transport uses and that the turntable on the site is a critical piece of infrastructure in the region. As a result, the site, though identified within the study area as a key strategic site, is not proposed to be rezoned and the proposed Schedule 57 to the Design and Development Overlay contains provisions to ensure appropriate management of interfaces to the site.

The requirement for an acoustic assessment included in both Schedule 56 and 57 to the Design and Development Overlay was refined based on the further work conducted at the behest of the EPA.

Further views of relevant agencies will be considered during exhibition stage of this amendment.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

Section 25 of the *Transport Integration Act 2010* requires a planning authority to have regard to specified transport system objectives and decision-making principles where a planning scheme amendment is likely to have a significant impact on the transport system, as defined in the *Transport Integration Act 2010*.

The subject area directly abuts a transport zone in two places. The eastern portion of the Gordon Avenue Precinct, along Latrobe Terrace, fronts onto a Transport Zone 2 (TRZ2). The eastern portion of the Pakington North Precinct backs onto the Melbourne-Waurn Ponds Railway Line, which is in the Transport Zone 1 (TRZ1). The site within this zone at 28-64 Pakington Street, Geelong West, is currently used as a railway siding yard, has been identified as a further investigation area for a strategic development site. Discussions with VicTrack representatives indicated this land is

still needed for transport purposes at present. Therefore, design decisions in the PSUDF have taken into account the need for appropriate interface treatments to this site.

Impact on Road System

The amendment will allow for intensive commercial and residential development along Latrobe Terrace, which is within a Transport Zone 2. It is proposed to mitigate the impact to this major road through design guidelines which ensure that property access is not permitted from the major road. The surrounding road network is considered capable of accommodating all proposed uses and development resulting from this amendment. The amendment is not expected to have a direct significant impact on other major roads and the surrounding road network is considered capable of accommodating any increases to traffic. Applicants will be required to prepare a Transport Impact Assessment as relevant.

Impact on Public Transport System

An increase in residents and others in the area will likely increase demand for public transport services including V/Line train services and bus journeys. The additional services facilitated by the duplication of the Geelong-Waurn Ponds railway line are considered adequate to meet this demand. There is adequate provision of bus stops in the study area, however more frequent bus services and some upgrades to weather shelters at stops may be required to meet demand.

Impact on Railway Infrastructure

The development of the Rail Sidings Yard site at 28-64 Pakington Street, Geelong West identified in the *Pakington North Urban Design Framework (City of Greater Geelong, May 2024)* for further investigation would only become feasible if an appropriate alternate site for a turntable could be found, other train stabling options become available, and with the support of the Department of Transport and Planning/VicTrack. Despite its identification as a potential strategic development site, due to the constraints, it is not proposed to rezone this site as part of this amendment.

Consideration of Transport Integration Act 2010

The amendment generally supports the transport system objectives, as set out in Division 2 of Part 2 of the *Transport Integration Act 2010* and implements land use objectives at Section 11(2) and Section 11(3). The amendment does not undermine the principles decision-making principles as set out in Division 3 of Part 2.

The amendment provides for the effective integration of transport and land use by reducing the need for private motor vehicle transport, facilitating better access to, and greater mobility within, local communities.

The amendment minimises harm to the local environment through a reduction in

transport related emissions and pollutants and promotes forms of transport which have the least impact on the natural environment.

How does the amendment have regard to the principles set out in the *Yarra River Protection (Wilip-gin Birrarung murron) Act 2017* in relation to Yarra River land and other land, the use or development of which may affect Yarra River land?

The amendment does not affect land within or near the Yarra River or land likely to impact the Yarra River.

Resource and administrative costs

What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?

The amendment is likely to increase the number of planning permit applications lodged however, resourcing challenges can be met to ensure applications are considered within the prescribed time.

Attachment 1 – Mapping reference table

Location	Land /Area Affected	Mapping Reference	Address	Proposed Zone changes	Proposed Overlay changes	Proposed deletion changes
Geelong West	Land within the Gordon Avenue Precinct	001znMaps37_49	22-42 Spring Street, Geelong West; 4-40 and 9-37 Gordon Avenue, Geelong West, including laneways; 15, 44-60, and 59-63 Spring Street, Geelong West; 6-46, 9-19 and 35-55 Autumn Street, Geelong West; 2-8 Western Street, Geelong West; 1-5 Villamanta Place, Geelong West; and 13 Coronation Street, Geelong West	Apply RGZ1		
Geelong West	Land within the Gordon Avenue Precinct	001znMaps37_49	158-224 Latrobe Terrace, Geelong West; 2A Gordon Avenue, Geelong West; 2 Autumn Street, Geelong West; 1-2	Apply MUZ		

Location	Land /Area Affected	Mapping Reference	Address	Proposed Zone changes	Proposed Overlay changes	Proposed deletion changes
			Hope Street, Geelong West; 1A Weller Street, Geelong West			
Geelong West & Geelong North	Land within the Pakington North and Gordon Avenue Precincts	001znMaps37_49 002znMap37	1-79, 2-26 and 66-100A Pakington Street, Geelong West; 17-29 Church Street, Geelong West; 1 Britannia Street, Geelong West; 2-4 Collins Street, Geelong West; and 1 Isabella Street, Geelong West 1-4/2-8 Church Street, Geelong North 57-69 Autumn Street, Geelong West, including 1/69 and 2/69 Autumn Street; 39-45 and 42-46 Gordon Avenue, Geelong West	Apply C1Z		

Location	Land /Area Affected	Mapping Reference	Address	Proposed Zone changes	Proposed Overlay changes	Proposed deletion changes
Geelong West	Land within the Gordon Avenue Precinct	001znMaps37_49	21-33 Autumn Street, Geelong West	Apply PPRZ		
Geelong West	Gordon Avenue Precinct	005d-ddoMaps37_38_49_50	Various along Latrobe Terrace, Geelong West			D-DDO17
Geelong West	All land in Gordon Avenue Precinct	006ddoMaps37_49	Various		Apply DDO56	
Geelong West	All land in Pakington North Precinct	007ddoMap37	Various		Apply DDO57	
Geelong West	Selected properties within the Pakington North and Gordon Avenue Precincts	003eaoMap37 004eaoMap49			Apply EAO	
Geelong West	Property adjacent to the Gordon Avenue Precinct zoned C2Z and GRZ4	001znMaps37_49	Part 46-50 Villamanta Street, Geelong West	Apply GRZ4		
Geelong West	Property adjacent to the Pakington North Precinct zoned MUZ and NRZ3	002znMap37	Part 1/2 Waratah Street, Geelong West	Apply NRZ3		